MEMORANDUM

June 1, 2016

TO: Landmarks Board

FROM: Lesli Ellis, Comprehensive Planning Manager

Debra Kalish, Senior Assistant City Attorney

James Hewat, Senior Historic Preservation Planner Marcy Cameron, Historic Preservation Planner William Barnum, Historic Preservation Intern

SUBJECT: Public hearing and consideration of a Landmark Alteration

Certificate application to add new round windows to the

street facing gables of the contributing houses at 521

Maxwell Ave. in the Mapleton Historic District, per Section 9-11-18 of the Boulder Revised Code 1981 (HIS2016-00121).

STATISTICS:

1. Site: 521 Maxwell Ave.

2. Zoning: RL-1 (Residential-Low 1)

Lot size: 6,990 sq. ft.
 Applicant: Joel Smiley, Inc.
 Owner: Brandie Emerick

6. Date of Construction: c. 1900

STAFF RECOMMENDATION:

Staff recommends that the Landmarks Board adopt the following motion:

The Landmarks Board denies the request for a Landmark Alteration Certificate to add round windows on the south (gable end) elevations of the contributing houses at 521 Maxwell Avenue in the Mapleton Hill Historic District as shown on plans dated 04/28/2016, finding that the proposal does not meet the standards for issuance of a Landmark Alteration Certificate in Chapter 9-11-18, B.R.C. 1981, and adopts the staff memorandum dated June 1st, 2016 as findings of the board.

This recommendation is based upon staff's opinion that the proposed modifications to the contributing buildings in the Mapleton Hill Historic District will be inconsistent with Section 9-11-18, Boulder Revised Code (B.R.C.) 1981,

and the *General Design Guidelines* and the *Mapleton Hill Historic District Design Guidelines*.

SUMMARY:

- On Apr. 28, 2016, the applicant submitted a completed Landmark Alteration Certificate to add new circular windows on the south (street facing) gables of the two contributing houses at 521 Maxwell Ave.
- On May 11th, 2016 the Ldrc reviewed the proposal and considered the request to add new windows on the primary elevations of contributing buildings would require review by the full Landmarks Board in a public hearing.
- Constructed around 1900 and 1906 respectively (within the identified 1865-1946 period of significance for the Mapleton Hill Historic District), the two houses at 521 Maxwell Avenue retain a high level of historic integrity to this period. Staff consider the houses contributing to the Mapleton Hill Historic District.
- Staff finds the proposed addition of window openings on the primary elevations of the contributing buildings to be inconsistent with Section 3.7(1) of the *General Design Guidelines*, Section I of the *Mapleton Hill Historic District Design Guidelines*, as well as the *Secretary of the Interior's Standards for Historic Preservation (Rehabilitation)*, and would adversely affect the historic, and architectural character of the property.
- Staff recommends that the applicant revise the proposal to eliminate the new round windows on the primary elevations of these two contributing buildings and explore other alternatives to provide additional interior light.

PROPERTY DESCRIPTION:

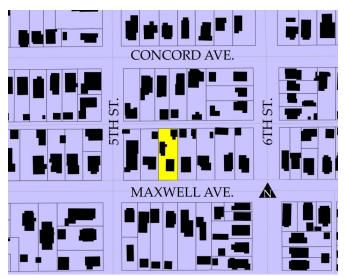


Figure 1. Location map, 521 Maxwell Ave.

The property at 521 Maxwell Ave. is located on the north side of Maxwell Avenue, between 5th and 6th Streets. An alley runs along the north side of the property. There are three buildings on the property: the one-and-a-half story main house, a smaller, single story dwelling to the west, and a detached garage on the alley. The lot is 6,990 square feet in size.



Figure 2. View of south elevation (façade) of primary house, 2016.

The one-and-a-half story wood frame main house on the property was constructed around 1900 and is an example of the type of Edwardian Vernacular house construction that was common in Colorado and around the United States at the turn-of-the twentieth century. Simply but elegantly detailed, it features a front facing gabled roof, fish scale wood shingles on the gables, clapboard and shingle siding, a full-width porch supported by turned spindles, and a full-width balcony above the porch.



Figure 3. View of south elevation (façade) of secondary house, 2016.

The one-story wood frame secondary house, located behind the main house and along the west property line, was constructed around 1906 and is an example of simple, vernacular wood frame construction common in Boulder during the first half of the twentieth century. It features a front-gabled roof with overhanging eaves, a projecting front porch with shingled gable end supported by battered Arts and Crafts inspired wood columns on wood-paneled piers, and wood slat rail.



Figure 4. View of garage, 2016.

A wood frame flat roofed garage is situated at the north east corner of the property. Side-hinged vertical board doors face the alley on the north, and a pedestrian entry has been added to the south side. There is a four-light window on the west side. The Historic Building Inventory Record indicated the accessory building was likely constructed during the 1940's, due to its stylistic similarity to other nearby garages built during that period. No changes to this building are proposed.



Figure 5. 520 Maxwell Avenue (across the street from 521 Maxwell Avenue), 2016.

Interestingly, the house directly across the street, 520 Maxwell Avenue, is nearly identical to the main house at 521 Maxwell Avenue and was likely constructed during the same period.

PROPERTY HISTORY:



Figure 6. 521 Maxwell Ave. Tax Assessor Card photograph, c.1929 Photograph Courtesy the Carnegie Branch Library for Local History.



Figure 7. 521 Maxwell Ave, auxiliary dwelling. Tax Assessor Card photograph, c.1949 Photograph Courtesy the Carnegie Branch Library for Local History.

As noted in the 1993 Historic Building Inventory Record, the property was purchased by Frederick Baun from Hayes and Hawley in 1884, then purchased by notable Boulder pioneer and former Boulder Mayor James Maxwell and George Oliver in 1888. In 1889, it was sold to George F. Baun, and then to George F. Oppenlander in 1890. County deed records indicate that the property was still under Oppenlander's ownership when the main house was constructed, around 1900. In 1904, he sold it to A. K. Toppenberg. By 1913 the main house was occupied by John Carl and Carrie Durbin. Carrie was born in Sunshine Canyon

in 1870, and married John in 1888. The Durbins moved to Wyoming with their eight children in 1918. Carrie died in 1954.

The smaller house on the property was originally considered a separate address (519 Maxwell Avenue), but was combined as part of 521 Maxwell Avenue by 1934. It remains a separate dwelling, and is considered a legal, non-standard use in this area which is zoned Residential Low-1 (RL-1). The City Directories indicate that by 1910, local laundress Flora Corbett lived in this house. By 1913, laborer Walter M. Jewett had replaced her as the occupant.

A building permit for 519 Maxwell Avenue dating from 1935 lists Laura E. Householder as the owner. By 1949, both houses were owned by Householder, the daughter of Daniel S. and Catherine Householder. Daniel and Catherine married in 1871 in Wisconsin and had 10 children, though 7 died in childhood. Laura, born 1881, was one of the surviving children, who came to Boulder in 1914. In 1932, she lived with her father at 516 Maxwell Avenue, while her sister, Mrs. Charles Reynolds, lived at 814 Maxwell Avenue. City registries show that Laura had moved to 519 Maxwell Avenue by 1936. She lived in the small house until 1960, save for briefly living in the main house around 1946. She appears to have typically rented out whichever unit she was not living in. She never married, and worked as a babysitter through the 1950's. She sold 521 Maxwell to John F. and June A Groothuis in 1960. Householder died in Lyons, Colorado on Oct. 22nd, 1970.

ALTERATIONS

Building permit records show that the main house was repainted and reroofed in 1989. These same records show that the secondary house was sided with asbestos shingles in 1952. As of the 1993 survey these were still in place, but were recently removed, revealing the original wood siding. The 1909 Sanborn map, the first to cover this area of the city, shows both buildings much as they are today. The Sanborn map does not show the porch on the small house, indicating it may have been added after 1931. A number of sashes on both buildings have been replaced with vinyl windows, three of which were recently approved for replacement with wood sash replicating the historic windows more closely (HIS2016-00095). The only other notable alteration is the addition of a lean-to on the rear of the secondary dwelling, carried out sometime between 1922 and 1931.

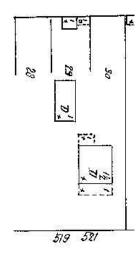


Figure 8. 1906 Sanborn Map of 521 Maxwell Ave.

PROPOSAL:

Plans call for the addition of a round window in the street-facing (primary elevation) gable ends of the main and secondary houses. Drawings show the window on the main house to be 1'6" in diameter, including frame. The proposed round window on the secondary house is shown to be similar in design to that proposed on the main house, though slightly smaller at 1', 3" in diameter. Both new windows are shown to be single light, wood-framed.



Figure 9. Proposed South Elevation (front), photo simulation.



Figure 10. Proposed South Elevation (front), rendering.



Figure 11. Existing (left) and Proposed (right) south elevations, main house.



Figure 12. Existing (left) and proposed (right) south elevations, secondary house

CRITERIA FOR THE BOARD'S DECISION

Subsections 9-11-18(b) and (c), B.R.C. 1981, set forth the standards the Landmarks Board must apply when reviewing a request for a Landmark Alteration Certificate.

- (b) Neither the Landmarks Board nor the City Council shall approve a Landmark Alteration Certificate unless it meets the following conditions:
 - (1) The proposed work preserves, enhances, or restores and does not damage or destroy the exterior architectural features of the landmark or the subject property within an historic district;
 - (2) The proposed work does not adversely affect the special character or special historic, architectural, or aesthetic interest or value of the landmark and its site or the district;
 - (3) The architectural style, arrangement, texture, color, arrangement of color, and materials used on existing and proposed constructions are compatible with the character of the existing landmark and its site or the historic district;
 - (4) With respect to a proposal to demolish a building in an historic district, the proposed new construction to replace the building meets the requirements of paragraphs (b)(2) and (3) above.
- (c) In determining whether to approve a landmark alteration certificate, the Landmarks Board shall consider the economic feasibility of alternatives, incorporation of energy-efficient design, and enhanced access for the disabled.

DESIGN GUIDELINE ANALYSIS

1. Does the proposed application preserve, enhance, or restore, and not damage or destroy the exterior architectural features of the landmark or the subject property within a historic district?

The houses were constructed in c.1902 and 1906, within the period of significance for the Mapleton Hill Historic District and retain their original form, massing, scale, and materiality and should be considered contributing to the Mapleton Hill Historic District. Staff considers that the south faces of both houses are "primary elevations" as defined in the *General Design Guidelines* and that adding new round windows would alter the historic character of the façades of the contributing houses, thereby damaging their historic character.

2. Does the proposed application adversely affect the special character or special historic, architectural, or aesthetic interest or value of the district?

Staff considers that adding new windows would alter the historic character of the primary elevations of these contributing buildings and would have an adverse effect on the immediate streetscape of the Mapleton Hill Historic District.

3. Is the architectural style, arrangement, texture, color, arrangement of color, and materials used on existing and proposed structures compatible with the character of the historic district?

Staff finds that the proposed new round windows on the primary elevations of the contributing buildings at 521 Maxwell Avenue to be inconsistent with Section 3.7(1), (2) and (6) of the *General Design Guidelines*, Section I of the *Mapleton Hill Historic District Design Guidelines*, The Secretary of the Interior's Standards for the Treatment of Historic Properties (Rehabilitation) and incompatible with the historic character of the property within the Mapleton Historic District.

4. Does the proposal to demolish the building within the Mapleton Hill Historic District and the proposed new construction to replace the proposed demolished building meet the requirements of paragraphs 9-11-18(b)(2), 9-11-18(b)(3) and 9-11-18(b)(4) of this section?

N/A

ANALYSIS:

The Historic Preservation Ordinance sets forth the standards the Landmarks Board must apply when reviewing a request for a Landmark Alteration Certificate. The Board has adopted the *General Design Guidelines* to help interpret the Historic Preservation Ordinance. The following is an analysis of the proposed new construction with respect to relevant guidelines. Design guidelines are intended to be used as an aid to appropriate design and not as a checklist of items for compliance.

The following is an analysis of the proposal's compliance with the appropriate sections of the *General Design Guidelines* and the *Mapleton Hill Historic District Design Guidelines*.

GENERAL DESIGN GUIDELINES

3. ALTERATIONS

3.7	Windows, Storm Windows, and Shut	ters			
	Windows, the elements that surround them, and their relationship to one another are one of the most important character-defining elements of a historic building and should be preserved Windows on elevations visible from public ways, particularly the façade, are especially important				
	GUIDELINES:	ANALYSIS:	CONFORMS		
.1	Retain and preserve existing historic windows, including their functional and decorative features, such as frames, glass, sashes, muntins, sills, heads, moldings, surrounds, and hardware. Because windows near the façade are particularly critical to the character of historic buildings, their protection may supercede the protection of historic windows elsewhere.	The proposed windows are to be located on a primary elevation of contributing buildings. Adding new openings that will change the street-facing character of historic buildings is inappropriate. Redesign to eliminate the round windows and explore alternative ways to provide light to the interiors of these houses.	NO		
.2	Preserve original window locations; do not move windows from their historic placement.	There is no documentary evidence to suggest that round windows were ever located on the façade of either house at 521 Maxwell Avenue and so proposal cannot be justified in that it will alter the historic character of the most important and visible faces of these historic houses. Redesign to eliminate the round windows and explore alternative ways to provide light to the interiors of these houses.	NO		
.6	The location of the window(s) proposed for retrofit or replacement is important in assessing their significance to a historic building. In general, the more important the elevation where the window is located, the less likely that retrofit or replacement will be appropriate.	The proposed new windows are located in a very prominent location in the primary elevation. Addition of new windows to on the primary elevation only if historic documentation exists and new fenestration is a recreation of a historic condition.	NO		

Elevations will be categorized as primary, secondary or tertiary, using the	
methodology set out in the Window &	
Door Replacement Application and	
Survey.	
• Replacement of intact historic windows on primary	
elevations is rarely appropriate.	
• Replacement of intact historic windows on secondary	
elevations is generally inappropriate.	
Replacement of intact historic windows on tertiary	
elevations can occur provided it does not compromise	
the historic integrity of the building.	

MAPLETON HILL HISTORIC DISTRICT DESIGN GUIDELINES

The Mapleton Hill Historic District Design Guidelines do not differentiate between contributing and non-contributing buildings. See Design Guideline Analysis section.

I.	Windows				
	Large additions and additional stories to a building frequently change the character of the structure. The diversity that characterizes the historic district is a result of the variety in the sizes of buildings and the differing architectural styles. A design response that respects this diversity is most appropriate.				
	Guideline	Analysis	Meets Guideline?		
.3	When replacing deteriorated windows or adding new windows to existing buildings, a vertically-proportioned, double-hung window which matches the existing window should be used.	There is no evidence to suggest that round windows were ever located on the south (primary) elevations of either building. Redesign to eliminate the round windows and explore alternative ways to provide light to the interiors of these houses.	NO		
.10	Where a pattern of smaller scale windows in attic and accessory spaces near the roofline exists, it should be maintained.	This pattern does not exist on either building, nor the very similar example directly across the street at 520 Maxwell Avenue. Redesign to eliminate the round windows and	NO		

explore alternative ways to provide	
light to the interiors of these houses.	

FINDINGS:

Staff considers the two houses at 521 Maxwell to be substantially intact to their early-twentieth century dates of construction and are contributing elements to the Mapleton Hill Historic District. Staff finds the proposal to add windows on the primary elevations of these two contributing houses to be inappropriate and that undertaking such alterations would have an adverse effect on the historic character of the property. This interpretation of the *General* and *Mapleton Hill Historic* Design Guidelines is consistent with the *Secretary of the Interior's Standards for Historic Properties (Rehabilitation)* which states that, "the historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided."

Staff considers the proposed alteration to be inconsistent with Section 3.7 (1) of the *General Design Guidelines* and Section I of the *Mapleton Hill Design Guidelines* and with Section 9-11-18 B.R.C. 1981, for issuance of a landmark alteration certificate, the *General Design Guidelines*, and the *Mapleton Hill Historic District Guidelines*.

PUBLIC COMMENT:

No public comment had been received at the time this memo was written.

ATTACHMENTS:

- A: Tax Assessors Cards
- B: Photographs
- C: Applicant's Materials
- D: Secretary of the Interior's Standards for the Treatment of Historic Properties

Tax Assessors Card Attachment A: 25-1N-7/ Appraised 19_ BOULDER COUNTY REAL ESTATE APPRAISAL HOUSE No. 52 / STREET / CITY LOTS Wash 14 BLOCK 3 ADDITION The Year Constructed to 40 Est. Life in Years ESTIMATE OF VALUATION BUILDING PLAN BLDG. PART A | BLDG. PART B | GARAGE TOTAL.

\$ Obsolesence.

\$ Physical Dep.

\$ Physical Dep.

\$ 120 0 \$.500

\$ Unity Dep. \$ \$ \$

PRESENT VALUE. \$ \$

DESCRIPTION

Basement. Class of Bldg. Height of Building. Heating. Char. of Const. Bulmart

DESCRIPTION

Bullding Permit det and the Corrections and Bettermonts

Original Cost, Improvements Only

Additions and Bettermonts

Owner's Estimate of Present Value

Private Appraisal

Insarance

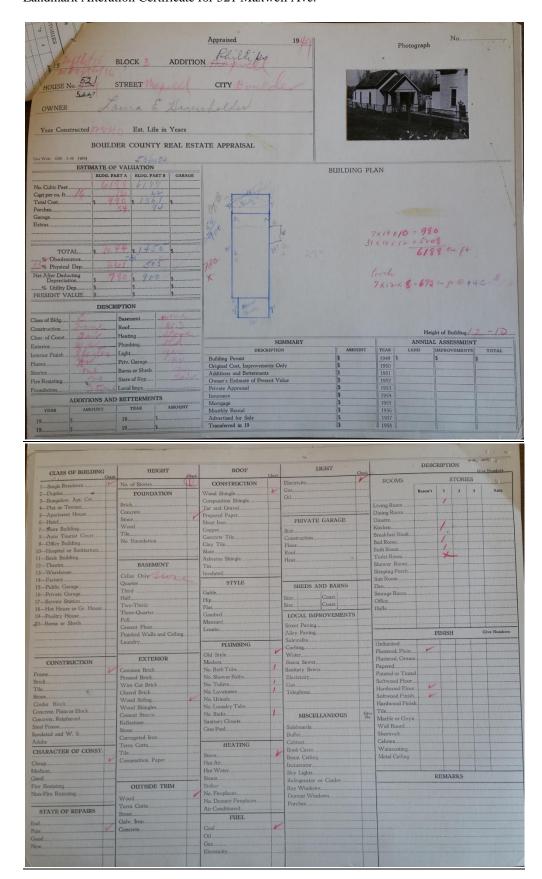
Mortgage

Monthly Rental

Advertised for Sale SUMMARY ANNUAL ASSESSMENT AMOUNT YEAR 1938 \$ \$ 1939 \$ 1940 \$ 1941 \$ 1942 \$ 1944 \$ 1944 \$ 1945 \$ 19 Light Interior Finish State of Reps. ADDITIONS AND BETTERMENTS YEAR \$ 2800 1947 HEIGHT CLASS OF BUILDIN

Single Reddence
Daplex

Bungalow, Apt. Crt.
Bungalow, Apt. Crt.
Plat or Terrace.
Apartment House
Hotel
Sice Building
Auto Tourist Court
Office Building
Hospital or Sontiarium
Back Building
Theorie
Warehouse.
Factory
Public Grage.
Private Garage.
Service Station
Hot House or Gr. Hos
Poultry House
Barns or Shecks CONSTRUCTION CONSTRUCTI
Wood Shingle.
Composition Shingle
Tar and Gravel.
Prepared Paper.
Sheet Iron.
Copper.
Concrete Tile.
Clay Tile.
Slate. BASEMENT BASEMENT
Ceilar Only June
Quarter
Third
Hall
Two-Thirds
Three-Quarter
Full.
Cement Floor
Finished Walls and Ceiling
Laundry. Insulated STYLE SHEDS AND BARNS Street Paving.
Alley Paving.
Sidewalks.
Curbing...
Water...
Storm Sewer.
Sanitary Sewer
Electricity...
Gas Unfinished
Plastered, Plain.
Plastered, Ornam.
Papered
Painted or Tinted.
Softwood Floor.
Hardwood Floor.
Softwood Finish.
Hardwood Finish.
Tile PLUMBING PLUMBIN
Old Style
Modern.
No. Bath Tubs
No. Shower Baths.
No. Totlets.
No. Lavatories.
No. Lirinals.
No. Laundry Tubs.
No. Sanks.
Sanitary Closets
Cess Pool. EXTERIOR CONSTRUCTION Common Brick
Pressed Brick
Wire Cut Brick
Glazed Brick
Wood Siding
Wood Shingles
Cement Stucco
Kellastone Frame
Brick
Tile
Stone
Cander Block
Concrete, Plain or Block
Concrete, Reinforced
Steel Frame
Insulated and W. S. Tile.
Marble or Onyx.
Wall Board.
Sheetrock.
Celotex...
Wainscoting.
Metal Ceiling MISCELLANEOUS MISCELLANEOU
Sideboards
Buffet
Cabinet
Book Cases
Beam Celling
Incinerator.
Sky Lights
Refrigerator or Cooler.
Bay Windows.
Dormer Windows.
Porches. HEATING CHARACTER OF CONST. HEATING
Stove
Hot Air.
Hot Water.
Steam
Stoker
No. Fireplaces
No. Dummy Fireplaces
Air Conditioned. Good
Fire Resisting
Non-Fire Resisting REMARKS OUTSIDE TRIM FUEL Gas...... Electricity...



Attachment B: Current Photographs



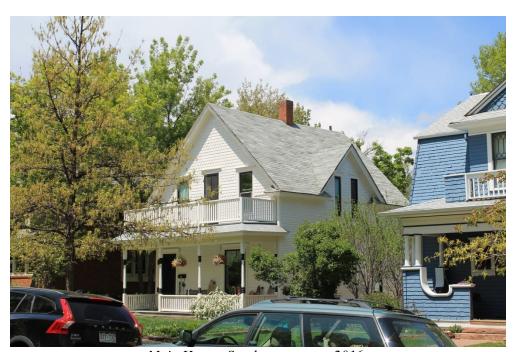
521 Maxwell Ave., South Elevations (front), 2016



521 Maxwell, View from Maxwell Ave., 2016



View of north elevation (rear), 2016.



Main House, Southeast corner, 2016.



East elevation (side), Secondary Dwelling, 2016.

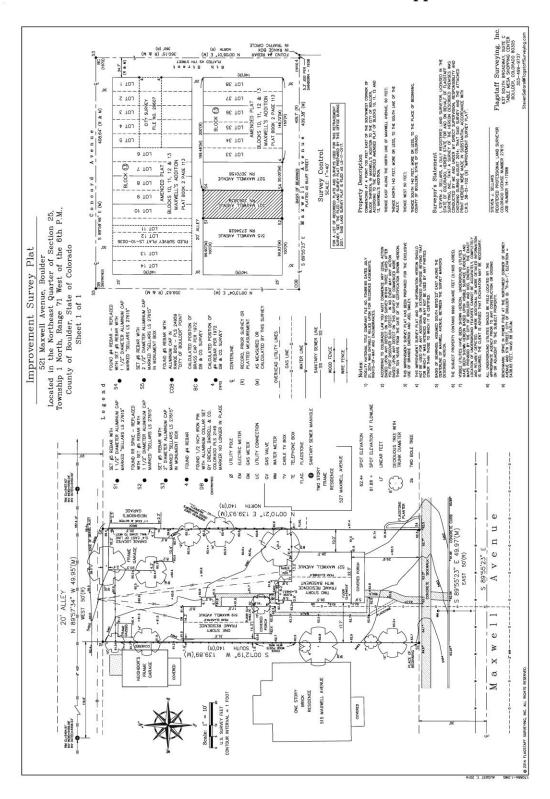


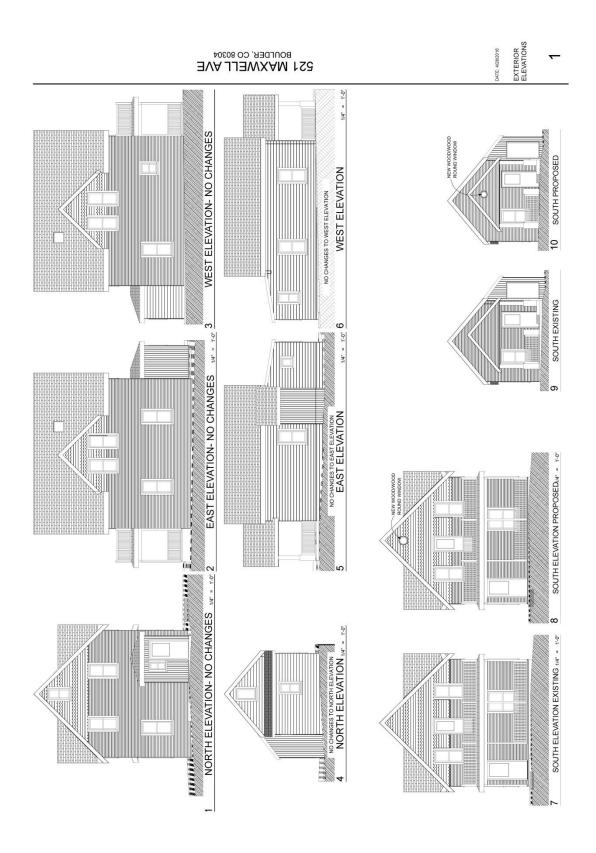
North elevation (Rear), Secondary Dwelling, 2016.



South elevation, Garage, 2016.

Attachment C: Applicant Materials







SOUTH ELEVATION EXISTING



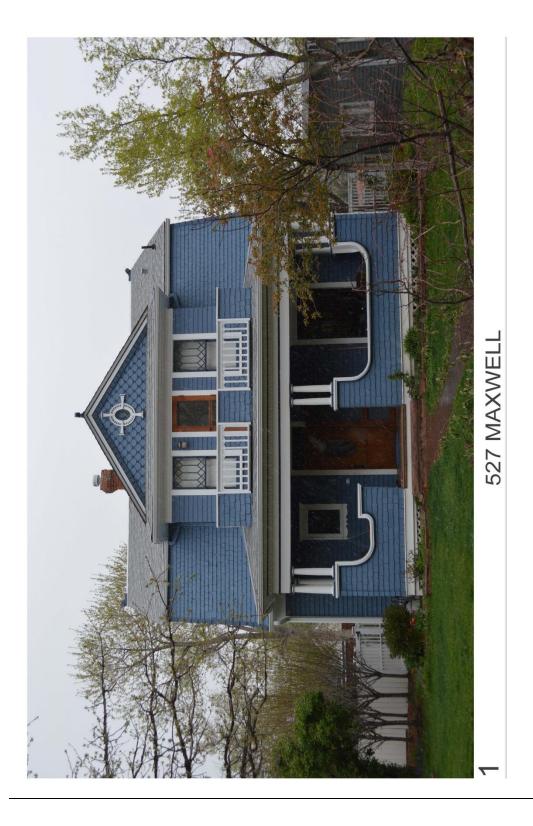
2 SOUTH ELEVATION PROPOSED

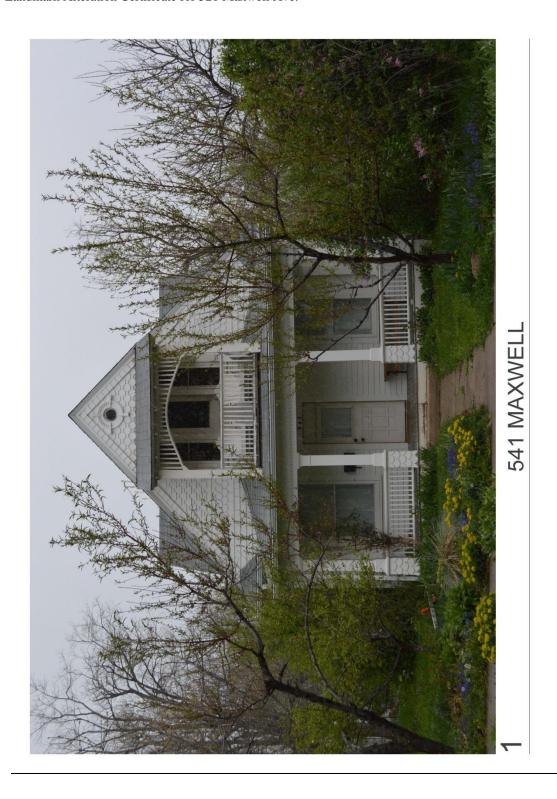


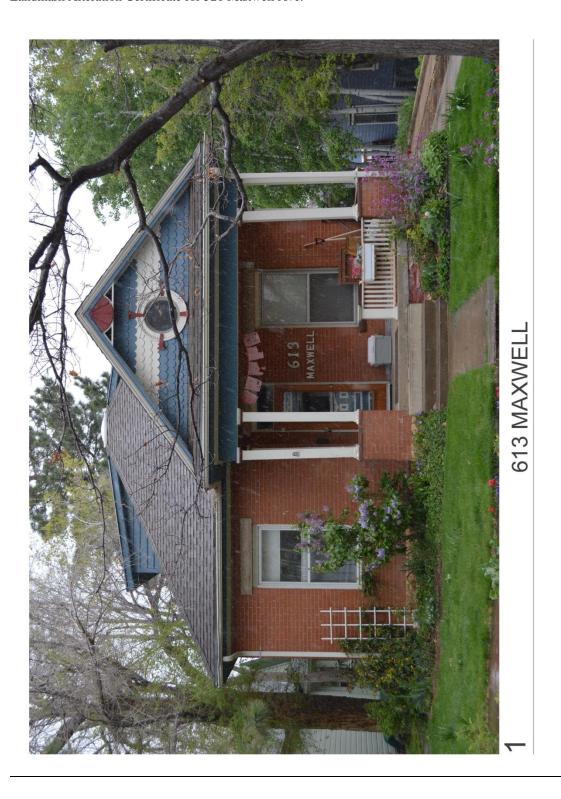
1 SOUTH ELEVATION EXISTING

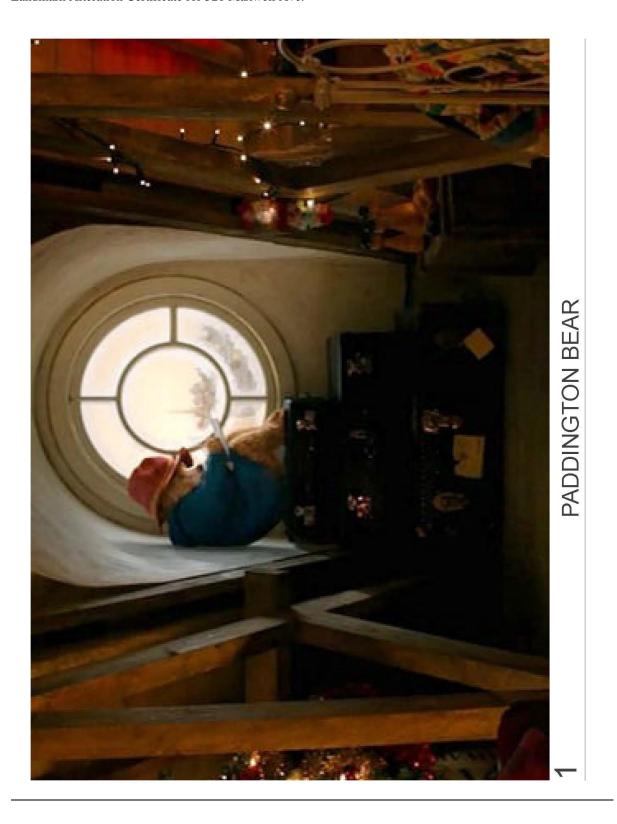


2 SOUTH ELEVATION PROPOSED









ATTACHMENT D: Secretary of the Interior's Standards for the Treatment of Historic Properties.



Standards for Rehabilitation

- A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
- The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
- Each property will be recognized as a physical record of its time, place, and use.
 Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
- 4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
- 5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.

- 6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
- 7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
- 8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
- 9. New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
- 10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Rehabilitation as a treatment

When repair and replacement of deteriorated features are necessary; when alterations or additions to the property are planned for a new or continued use; and when its depiction at a particular period of time is not appropriate, Rehabilitation may be considered as a treatment.

The <u>Guidelines for the Treatment of Historic Properties</u> illustrate the practical application of these treatment standards to historic properties. These Guidelines are also available in <u>PDF format</u>.

The <u>Guidelines for the Treatment of Cultural Landscapes</u> apply these treatment standards to historic cultural landscapes.